R E P O R T R E S U M E S

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A DEMONSTRATION PROJECT IN THE DEVELOPMENT OF RURAL CHILD CARE.

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DESCRIPTORS- *CHILD CARE, CULTURALLY DISADVANTAGED, CASEWORKER APPROACH, DISADVANTAGED GROUPS, DISADVANTAGED YOUTH, DEMONSTRATION PROJECTS, DEVELOPMENT, DAY CARE SERVICES, *ECONOMICALLY DISADVANTAGED, EDUCATIONAL DISADVANTAGEMENT, HOMEMAKING EDUCATION, LOW INCOME, PRESCHOOL CHILDREN, *RURAL AREAS, *RURAL YOUTH, SOCIALLY DISADVANTAGED, UNEMPLOYMENT,

THIS DEMONSTRATION PROJECT WAS DESIGNED FOR SEVEN EASTERN KENTUCKY COUNTIES WHICH ARE AMONG THE MOST IMPOVERISHED IN THE UNITED STATES. IN ORDER TO ALLEVIATE THE PROBLEM, THREE PROGRAMS WERE TO BE IMPLEMENTED, INCLUDING--(1) DAY CARE FOR PRESCHOOL CHILDREN, (2) HOMEMAKER SERVICE FOR FAMILIES, AND (3) CASEWORK SERVICE WITH BOTH PARENTS AND CHILDREN. THE MAJOR HYPOTHESIS WAS THAT A COMBINATION OF THE ENRICHED DAY CARE, HOMEMAKER, AND CASEWORK PROGRAM TO CULTURALLY DEPRIVED, ECONOMICALLY DEPENDENT FAMILIES WOULD HELP BREAK THE CHAIN OF POVERTY BY INSTILLING MOTIVATION, DEVELOPING NEW CULTURAL ATTITUDES, IMPROVING SELF-CONCEPTS, AND DEVELOPING THE LATENT VERBAL SKILLS OF THE CHILDREN. GUIDELINES FOR TESTING THE HYPOTHESIS INCLUDED MEASURING ATTITUDES AND VALUES BY THE DIRECT APPROACH THROUGH QUESTIONNAIRES AND RATING SCALES AND SECONDLY IN AN INDIRECT MANNER BY PRAGMATIC, QUANTIFIABLE CRITERIA SUCH AS DIETS AND HOME IMPROVEMENTS. TREATMENT OF THE DATA WAS TO BE ACCOMPLISHED THROUGH USE OF THE MULTIVARIATE METHOD OF ANALYSIS. THE RESULTS OF THE RESEARCH ARE NOT REVIEWED IN THIS REPORT. (ES)

A DEMONSTRATION PROJECT IN THE DEVELOPMENT OF RURAL CHILD CARE

Feb. 1964

A. THE SPECIFIC PROBLEMS TO BE ADDRESSED IN THE DEMONSTRATION PROJECT.

In too many of Kentucky's eastern reaches, that which the Commonwealth shares with Appalachia, a pall of inherited depression has settled down to become a fact of life. The presentation in the following pages bears testimony to this condition, to its genesis, but also to the promise of redeeming a neglected folk for participation in American opportunity.

For these people, jobs now are few. An exploited earth and modern invention have seen to that. Comforts are long forgotten or never known. Too many dwellers of the eastern hills are prisoners of isolation with its social, cultural and physical blight.

They are confined by roads for coming and going that often are no more than trails along the natural level of streams; and these become impassable with rain or thaw. In harsh winters the distance from homes to schools and churches, often miles, becomes a matter of labor, danger and discouragement.

These people are confined by shells of defensive pride and suspicion of the stranger, even of the separated neighbor, that borders on the atavistic. Uncommunicative among themselves in the conditioned habit of isolated life, they sly from communication with others; and so the saving grace of social and intellectual exchange is lacking (An observer's narrative of personal experience is in Appendix F.)

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Skills of the hand which they possess, the legacy of pioneer self-sufficiency, and still capable of producing superb work, are aborted in lack of purposeful and profitable use. It is almost as if human aspiration itself were stillborn in too many of these people -- and above all, in their children. Each new generation that comes into an atmosphere of defeat is less well able to resist, more prone to accept it as natural. The once hardy strain is progressively attenuated, and must be restored. That poverty begats poverty is a tired statement, but true. Its repetition is helpful only as it points to the proper area of action.

The Kentucky Child Welfare Research Foundation is asking here for means to prove the value of services in behalf of these thousands -- services that amount, first and last, to breaching a wall, to opening windows upon the sight of new values in life in a wide and wonderful world. Perhaps more to the point is the aim of showing also that the same values exist within themselves, in their own homes, in their native setting.

The program seeks not change, but development. It seeks not to lure the younger ones of Appalachia away from homes by glimpses of brightness. It seeks rather to establish the brightness there.

To state the proposal in terms of specific method, it calls for a demonstration in 7 Eastern Kentucky Counties, which are among the most impoverished in the United States by every measure -- income, unemployment, educational standards, public resources and utter dependence. One of these,

Martin County, is accounted the nation's very poorest, with its per capita income of $314 a year -- and one-third of this sum coming in welfare payments.

(A writer in the Louisville Courier-Journal only this week -- Sunday, January 31 -- describes the Martin County scene: "The smell of poverty is a sticky odor of sweat and heat and grease, of dirty clothes and musty chairs and outdoor toilets close to the creek ... Up the hollows, the face of poverty is as distinct as the smell ... a face haggard and lined by decades of frustration, lack of opportunity, ignorance and, in some cases, of downright laziness ... It is heartbreaking to see a two-year old child with a pale face and lackluster eyes playing on an incredibly filthy floor ... many parents staring vacantly, seeming ... unconcerned about the legacy they are passing to their children ..." -- The complete article appears in Appendix H.)

The demonstration will make use of three instruments of positive action which have been established as deep-reaching and practical by the Kentucky Department of Child Welfare. These are: Day Care for pre-school children, Homemaker Service for families, Casework Service with both parents and children. All resources of the Department of Child Welfare are available to the Foundation.

In the professional's glossary, these terms have textbook meanings. For purposes of this demonstration, however, they are divested of technical definitions. Programs in all three vehicles are designed to improve rather than hamper communications.

To bring this about, the Department of Child Welfare is uniquely fitted by experience. A State agency in statutory and budgetary sanction, it is a local instrument in action. With workers in all the Commonwealth's 120 counties, the Department has established mutually sympathetic associations with local courts, schools, churches, community leaders. The workers have built this structure of understanding in knowledge that where these distinctive people are involved, communications are apt to break down, the individual to be served is apt to be repelled, and almost certainly misunderstanding will arise to stiffen the walls between, all for lack of a common idiom. The idiom of this program must be not only one of speech but also of manner, attitude and shared experience.

This is knowledge not to be imparted by manuals of procedure but by feeling and daily personal contacts. The fact is underscored by selection of Child Welfare's Breathitt County office for field training of graduate students of the Kent School of Social Work, University of Louisville, in the specialty of social services in rural and dispossed areas (See "Kentucky's Children, September 1964, Appendix O). Fortifying this advantage, the sub-professional Caseworkers for the proposed demonstration will be mainly recruited from the area, indigenous to the setting and the customs.

The Caseworker* will listen with ears sharpened by sympathy understanding and intuition. She will serve the functions of counselling and guidance through one all-important bit of equipment -- namely, a knowledge of the resources that lie at hand, the nature of the community's organization, of its

*Caseworker and Protective Service Worker used interchangably

strengths to be used and its weaknesses to be repaired. There will be training and supervision, to be sure, but mainly to the point of interpreting needs -- to the worker, to the family or individual served -- rather than formal techniques.

In the same way, Day Care will take on a special point. Day Care for children is more than simple shelter for a child away from home. It must be, most particularly in these cases, a creative experience. The child of deprivation -- like his family, or even because of his family, starved of social contacts -- must be awakened first of all to a sense of belonging, to the intimation that we are all "members of one another." Basic is the need of learning mutual responsibility. What, after all, is delinquency but denial that others, too, have rights to be respected?

There will be play (it is wracking to know how little is play a part of these lives, other than aimless movement, but play which is directed to become itself a medium of communicating and sharing. There will be training in habits of ordered living -- proper eating at proper times, proper rest in comfort, proper manners, proper personal hygiene. There will be learning, directed to a sense of accomplishment, which means pride, and incentive.

Day care in this sense will be an extension, to encompass these deprived children, of the national commitment to the idea that habits which are formed, neglect which is suffered, emotional needs which are overlooked in the toddling years, are all too likely to mean school dropouts later on -- social, moral or physical casualties -- conscripts for the army of the under-employed, the

unemployable, the chronic dependent.

In the same special structure of this program, the Homemaker Service will have a special point. It will be a variation of the program, which has been used with good effect by workers in the Child Welfare Department all over Kentucky. Basically, it is used when a home is on the rocks -- crowded, the mother ill or not up to her responsibilities, or gone -- the father with a living to make or a job to seek -- the children running loose, in moral and physical danger, making trouble in the neighborhood or in school.

The service which has long been a part of the Department's protections calls for engaging a competent woman to go into the home and do what it takes of cleaning, cooking, nursing, tending, instilling discipline in children and generally building new values. It usually has been applied in emergencies.

In the proposal under discussion, however, the Homemaker would serve mainly as a teacher. The extent of need is so great, the condition so general, that concentration of the Homemaker skills on selected homes for any period of time would be impractical. The Homemaker would be employed from qualified women in the county to be served -- a neighbor, accepted and understood, and therefore the more effectual. The plan is to establish Homemakers in all counties of the demonstration area, though with no fixed pattern as to numbers. Flexibility is the guiding principle of this program: the service of need rather than of routine.

Here is a built-in economic benefit. With workers in all three segments of the program employed locally -- the Day Care teachers and cooks, the Homemakers, the sub-professional Caseworkers, the drivers to transport small children from their coves and hollows, the clerks for record-keeping -- there is a substantial addition to each poor county's income, with obvious general advantage.

Nor should be overlooked the cultural advantage -- the addition to the sum total of a depressed community's spiritual assets -- that is bound to come with the training that this sizable corps of new workers would undergo in the established training program. More important than any technical instruction they get in preparation for their service would be the power-working enlightenment as to human values and social meanings.

This new income and new local participation -- an involvement of schools, churches, public officials, all in a rallying of community forces, frequently for the first time -- all this would be the result of direct outlay under the proposed program. But also to be taken into account are the incidental benefits to local small industries and suppliers.

There will be need of small furniture -- tables, benches, chairs, shelves, cabinets, simple frames for sleeping pads, who knows what? Interest in native crafts has grown in the last few years to the point of action by several local organizations for developing latent skills, turning them to producing marketable items, and finding commercial outlets. For these and for several small private enterprises in the area, the project

proposed here offers opportunities for wider production, larger employment; the prospect of new orders, new customers.

All this is Kentucky's need and Kentucky's promise. The program is proposed in the knowledge that while dwellers in the 14-state region of Appalachia are alike in pioneer stock, isolation, customs and generations of conditioning, there is a special deeper quality of distress, a uniqueness of circumstances, in the Kentucky segment.

This is so because of the special nature of Eastern Kentucky's experiences. Its original endowment consisted of extractive materials, coal and timber. Now the men and muscle for mining have given way to augers and dredges that hourly do as much work as many men performed in days. The resulting attrition of jobs has brought more profound depression. It lingers and deepens in that sense of despair which spawns in the spirit no less than in material disaster.

And as it is in the soil of despair that child neglect germinates, with its fateful consequences, this proposal of redeeming services for children and their families is offered with a conviction of mortal urgency.

B. A PRECISE IDENTIFICATION OF THE HYPOTHESES THE PROJECT IS GOING TO TEST AND THE ASSUMPTIONS ON WHICH IT IS BASED

The main hypothesis is that a combination of the enriched day care, homemaker, and casework program to culturally deprived, economically dependent families will help break the chain of poverty by instilling motivation, developing new cultural attitudes, improving self-concepts, and developing

the latent verbal skills of the children. Additional hypotheses, and their concomitant assumptions, are derivable from the central hypothesis. These are in the three general areas of (1) day care, (2) casework and homemaking, and (3) the training of sub-professionals to function as caseworkers, homemakers, and day care aides.

1. The hypothesis is submitted that culturally deprived rural children if given an enriched day care program with special educational devices, will improve their latent verbal and language abilities, and develop social skills, significantly more than a nontreated control group.

Assumptions

a. That day care centers can be successfully established and operated in rural areas.

b. That these day care centers can be staffed by indigenous, sub-professionals that have been trained as day care aides.

c. That these sub-professionals will function adequately in implementing the goals stated in the hypothesis.

d. That the local CAPs will be motivated to provide for a continuation of the day care program as an on-going local service.

2. The hypothesis is submitted that trained, indigenous, sub-professionals, caseworkers and homemakers can significantly change dietary, hygiene, grooming, and other habits of project families over a nontreated control group.

Assumptions

a. That success at a task is positively reinforcing and increases the probability of the task being repeated is a highly supported fact in modern learning theory. The protective services, i. e. homemakers and caseworkers, will teach adaptive tasks to families who are starved for signs of reinforcement or approval. Many of the tasks that are planned have a built-in, rapid, and obvious reinforcement effect. An example of this

would be, repairing or improving the appearance of the house. Therefore, if even a few tasks are attempted, for any reason, the success achieved will gradually but automatically increase the probability of the entire cycle of self-improvement.

b. That these changes will be maintained by the families after protective services terminate.

3. The hypothesis is submitted that indigenous sub-professionals can be trained to function effectively as homemakers, caseworkers, and day care aides.

Assumptions

a. That integrated, emotionally stable, local women of middle years can be trained to function in the capacity of sub-professional homemakers.

b. That a man or woman with somewhat more endowment can be trained to function effectively as a caseworker.

c. The years of experience and training of sub-professionals for the Department of Child Welfare has provided the Department with a training staff of considerable expertness in this area. It is assumed that the training skills can be effectively utilized in the similar, although expanded project, to produce successful results.

C. METHODS, PROGRAM TECHNIQUES, WORK PLANS AND TIMETABLE

1. General

Some counties are being considered for inclusion in this demonstration project. Primary consideration will be given to the poorest counties who are compatible with the establishment of this type of demonstration. Thereafter, the project will gear itself to contracts with CAPs in other counties in expanding the program.

In each of the counties included for consideration in this project, the county superintendent, county judge, and president of the Community Action

Program (if established) have been contacted personally by a representative of the Department of Child Welfare. This initial contact was for the purpose of ascertaining their interest and willingness to participate in such a project to determine the facilities they had available for use by the project, and the success they had achieved in organizing and putting into operation their Community Action Programs. A brief referral to specific reactions of local persons to these exploratory contacts may be found in Appendix I.

Several other counties were included in this initial contact and will be considered in the event plans in these thirteen counties do not materialize as the initial contact indicated.

Statistics substantiating the need for this project are set forth in Appendix B.

In the development of day care services in individual counties efforts will be made to investigate with various types of operation - in one county the center will be operated in connection with a consolidated school - in another county it will be operated in connection with a small community facility - in another county day care centers may be established to meet the needs of four and five-year olds for the entire county as reflected by statistics.

All phases of this project will comply with the Civil Rights Law of 1964.

2. Timetables

In order to get this project into operation in a systematic and efficient manner the following timetable has been set up:

April 1, 1965	**Employment and orienting of supervisory staff of the project. (Orientation will be carried out by the Executive Director of the Child Welfare Research Foundation in cooperation with the staff of the Department of Child Welfare. Their first function after orientation will be recruiting and selecting staff for the project, arranging for training and designing fiscal operations.**
June 1, 1965	**Employment and beginning of training for Protective Service Workers. Upon completion of training, Protective Service Workers will immediately begin obtaining the necessary data on children for admission to the day care centers. (See Appendix D.) This will involve a great deal of time in working with the local CAP units in "selling" the benefits of the program as well as home visits with the parents, arrangements for physical examinations for the children, securing adequate clothes, arranging transportation, and securing family data on each child.**
August 1, 1965	**Employment and beginning of training for homemakers and day care staff with the exception of the transportation aides. Upon completion of training day care staff will begin preparation for opening the center. Homemakers will begin services to families as indicated by the Protective Service Worker.**

August 16 or September 1, 1965 (Most schools in Appalachia begin the middle of August due to the inaccessibility of roads during the winter months, resulting in loss of time.)	Employment of Transportation Aides, open of day care centers, and beginning of the total operations of the project.

It might be feasible to open a few day care centers early in the summer under Operation Headstart -- for use in training staff for this project.

This project is administered and organized by the Kentucky Child Welfare Research Foundation, Inc.

The pattern of organization is set out on pages 51-53.

This project is composed of five segments - employment, day care, homemaker services, and casework services, described in this section, and evaluation, described in Sections B and G.

3. Employment

Staff for the project will be recruited with the assistance of the local community action groups in each county, the local employment offices in each county, and the local staff of the Department of Child Welfare in each county. Primary responsibility for recruitment of the sub-professional employees will be designated to the local community action groups who have knowledge of persons available in the communities who might be trained to carry out the functions of the project. In most counties the local Child Welfare Worker is a member of the local action group.

Final selection of employees will be made by project staff based on a written or oral examination designed to test the applicant's aptitude in the area in which he seeks employment, ability to accept and benefit from training and supervision, and willingness to devote the time and effort necessary to carry out the project. It is anticipated that the project will employ 70 sub-professionals in the local communities and that this number will be doubled in the very near future through contracts with local CAPs in other counties. This plan not only will result in employment of persons not employed but also will recruit staff whose style of living and cultural backgrounds are not too dissimilar from that of the client group. The job specifications are set out in Section I.

4. Staff Training

A separate grant for training is being requested and no funds are being requested for training through the demonstration grant.

The success of this project will depend in great measure on the training of the sub-professional staff who will be responsible for carrying out the program in this project. The majority of the staff will be selected from the local communities being served. The qualifications for the sub-professional worker are such, in order to reach those persons with less formal education but who possess basic personal qualities which can be developed and utilized to service others.

A three-phased training program will be utilized to train the sub-professionals for the performance of their duties. The initial phase of training will consist of a combined academic and practicum orientation

program. The second phase of training will consist of an in-service on the job experience under close supervision and direction, while the third phase of training will consist of such educational experiences as work-shops and special courses.

Of equal importance for the sub-professional staff will be the continual follow up of each trainee. They will be encouraged to take advantage of all opportunities to become more knowledgeable and skilled according to their individual ability. Those in need of literacy courses will be referred to the special adult literary courses in the area, while others with special interests and abilities will be encouraged to attend special courses. The long range aim of the training program will be to continually provide opportunities for individual development, and to this end, local colleges throughout the area will be utilized.

As the project expands there will be created opportunities for promotion to a higher grade level for many of the trainees who have demonstrated the capacity and ability to assume additional responsibilities.

a. Day Care

The initial phase of training for the day care staff will take place prior to working in the day care center and will consist of a two week training program. Eastern State College, Richmond, Kentucky, will provide the facilities for the initial training session, while other colleges in the area, such as Alice Lloyds College, Union College, and Lees Junior College will be explored as future training sites. Each training

class will be composed of twelve to fifteen individuals.

The training course (see Course Unit Outline) will consist of alternating days in the classroom and in an existing day care center. The material in the course outline constitutes the academic content to be covered in the classroom. This material will be related to the observation of the previous day in the day care center. This will provide the opportunity for discussion and reflection so that the academic content will take on a more realistic meaning to the individual in training. This training approach has proved most successful for individuals lacking in formal education. (See Appendix E.) Initially, existing day care centers in Lexington will be used for observation and practicum experience, while projects centers will be used later after they are in operation.

Leadership for orientation to train the day care staff will be secured from the following sources: Department of Child Welfare Day Care Staff, Department of Health for nutrition and child care, and professors from Eastern State College for early childhood development.

Course Unit Outline

1. Orientation by Day Care Services

   A. General Administrative Functions

      1. Co-operative role of the Kentucky Child Welfare Research Foundation, Inc., and the Department of Child Welfare.

      2. The Foundation and the Department of Child Welfare structure.

      3. Nature of the Project's services in the community.

      4. Personnel policies.

   B. Introduction to day care

      1. What is day care

      2. How day care serves the child

      3. How day care serves the family

      4. How day care serves the community

   C. Day care standards and regulations

      1. Health factors

      2. Safety factors

3. Program requirements

4. Staff requirements

D. Policies of operation of a day care center

1. Admission

2. Record-keeping and reports

3. Discipline and children

4. Relationship with families

2. Roles and responsibilities of Day Care staff

A. Responsibilities of Day Care Aide I, Day Care Aide II, Cook, and Protective Service Worker

B. Responsibilities of Professional staff

C. Co-ordination of work of Professional and Sub-Professional staff and their relationships to the Foundation and Department of Child Welfare.

3. Child Development

A. Understanding the development of the preschool age child

1. Physically

2. Mentally

3. Socially

4. Emotionally

B. Normal development versus atypical development of the four and five year old culturally deprived child. (points 1 through 4 of above included)

4. Behavior of the Preschool Age Child

   A. Understanding the normal behavior of the four and five year old child

   B. Understanding the atypical behavior of the four and five year old child

      1. The hyper-active, agressive child

      2. The withdrawn, shy child

   C. Some methods of coping with the child presenting atypical behavior (which is resultant of the experience of his/her unique form of deprivation)

5. Day Care Program

   A. Daily and weekly schedule

   B. Routines of the Day Care Center

      1. Dressing

      2. Toileting

      3. Eating

      4. Napping

   C. How to implement routines in the day care program

   D. Creative learning experiences

      1. Table games

      2. Arts and crafts

      3. Story telling

      4. Music

      5. Drama

6. Block play

7. Free play

8. Field trips

E. Some methods of implementing learning experiences in the daily program

6. Day Care Equipment and Supplies

A. Description of the specific equipment to be used in the day care center

B. How day care equipment is used

C. Arrangement of day care equipment

D. Identification of day care supplies to be used to the creative learning experiences

E. Use of supplies in the day care program

7. Nutrition in the Day Care Center

A. Planning the menu

1. Variety of foods

2. Preparation of foods

3. Basic Diet needed

B. Serving the food

1. Role of the child

2. Responsibility of the Day Care Aides

3. Responsibility of the cook

C. Reactions of deprived mountain children to foods that are different

1. Local standard diet and eating patterns

2. How to help the child.

The second phase of training will be a continuing in-service experience as the day care staff perform on the job. The Day Care Training Specialist will be directly responsible for the supervision and training of the Day Care Consultants. Weekly on the job supervision will be given to the day care aides by the Day Care Consultants. Close and consistent on the job training is essential to the development of the individual day care aide, who will be responsible for implementing a learning program and carrying out the total day care program.

Throughout the training program leadership will be provided by knowledgeable experts in Early Childhood Development and Special Techniques of Learning for Pre-School Age Children. This leadership will be provided by Dr. Frank Kodman, Murray State College, Murray, Kentucky, and Dr. Susan Gray, George Peabody College, Nashville, Tennessee, who will work closely as consultants to our Day Care Training Specialist and the Day Care Consultants. Throughout the training period consultants of special knowledge will be made available for consultation to assure continued learning and implementation.

Workshops for day care staff will be scheduled quarterly with out of state consultants providing content of special interest and need to further develop the individual trainee.

b. Homemakers

Prior to job placement the homemaker staff will participate in the initial phase of training, which will consist of a two week training program provided by the staff of the Bureau of Vocational Education, Division of Home Economics, State Department of Education. For years, the Bureau of Vocational Education has provided homemaker courses in the Vocational High Schools as well as evening adult education courses. Training centers located in High Schools throughout Eastern Kentucky will be used since laboratory settings are available as well as teaching staff. Ten to fifteen homemakers will participate in each training course with sufficient concurrent sessions to accommodate the needed homemaker staff. The total initial training will consist of 60 hours training in the two week period.

The training course (See Course Unit Outline) will consist of classroom and laboratory work which provides the practical experience with

basic academic knowledge. The laboratory experience will be used to share innovations which will be necessary in the homes of the deprived families being serviced and where many of the modern conveniences are not available.

Course Unit Outline

1. Orientation to the Homemaker Services

   A. Work of the Homemaker Service

      1. Co-operative role of the Kentucky Child Welfare Research Foundation, Inc., and the Department of Child Welfare

      2. The Foundation and the Department of Child Welfare structure

      3. Nature of the Project's services in the community

      4. Personnel policies.

   B. Work of the Homemaker

      1. Kinds of work and working situations

      2. Differences between working in own home and working under supervision

      3. Importance of the service given

      4. Records to be maintained

   C. Desirable personal qualities to cultivate

      1. Underlying reasons for and importance of these qualities

      2. Some ways to strengthen such personal qualities

II. Role and Responsibility of Homemaker to others

A. To professional people

B. To subprofessional people

C. To families with which she works

D. To the Research Foundation

E. Responsibilities of the Homemaker

III. Basic Needs of People, Family Differences, and Work with Children

A. Understanding for working effectively with people

1. Common human needs or desires

2. Some characteristic behaviors when common human needs are not met

3. Possible effects of illness or disrupted family routines or behavior of family members

4. Implications of common human needs for effective methods of work by Homemaker

B. Families

1. Differences among families

2. Value of differences in families

3. Effects of socioeconomic factors on family living

4. Importance of accepting family patterns which differs from Homemakers

C. Children and Youth in the Family

1. Types of behavior typical of children from preschool period through adolescence

2. The school dropout

3. Possible relation of some noncooperative behavior to common needs of children.

4. Methods of working with children who display disruptive or non-cooperative behavior

D. Care of children

1. Needs of infants and toddlers

2. Supervising activities related to young children in the family

3. Supervising the performance of older children in carrying out their household tasks and accustomed responsibilities

IV. Working with Families with Special Problems

A. Coping with special problems in the family

1. Some problems encountered

2. Providing needed care

B. Services for the convalescent

1. Helping provide for and maintain bodily and emotional comfor ts

2. Personal care services under professional direction

3. Supportive care

V. Assisting Family With Nutritious Meals

A. Planning and preparing nutritious meals within family budget

1. Planning meals

2. Preparing special diets as needed

3. Planning for shopping of household supplies

4. Keeping records of all expenditures

VI. Housekeeping Tasks

A. Housekeeping

1. Seasonal or occasional tasks

2. Routine tasks

B. Use, care, and operation of household equipment

1. Stoves and refrigerators

2. Cleaning equipment

3. Improvised equipment

C. Safety and sanitation in the house

1. Accident prevention

2. Proper use of equipment

3. Safe working procedures

4. Control of insects and vermin

The second phase of training will be an on-going in-service training program as the homemaker performs on the job in her work with families. Direction and supervision will be provided by the Protective Service Worker on a case by case basis with the work of the homemaker being relaxed to the efforts of the caseworker. This coordination will assure the families receiving the maximum benefits from the homemaker.

The third phase of training will consist of a series of group meetings for the homemakers with the supervisor who in turn will call upon specialists to cover and re-emphasize definite areas of homemaking.

c. Protective Service Workers

1. Purpose

The overall purpose of the following design of staff development is to provide intensive learning experiences which will enable these workers to discover and practice the variety of concrete methods which can enrich and strengthen family life in terms of breaking the cycle of poverty.

A testing out and evaluation of this design may well provide significant guides to the levels of performance which can be achieved by sub-professional workers under the proposed plan of staff development. It may also provide significant indices relating to future selection of staff as well as to point to realistic expectations of performance drawn from this experience.

2. Summary of Proposed Plan of Staff Development

The child welfare workers in the Department of Child Welfare are for the most part persons with undergraduate degrees. The Department's Residential Staff Training Center has had an on-going training program including these staff members, as well as other staff with professional training in administrative, supervisory, and specialist positions. Training of clerical and secretarial staff members has also been a part of this overall training program which has been in continuous operation since January, 1961. (See Appendix P.) This description is offered only to indicate the range of previous experience the Department believes will advantage the design of staff development now being proposed.

The staff members referred to in this section include 13 sub-professional workers with college degrees who will be working under the supervision of two professionally trained regional supervisors. The families served will represent those whose children are, or will be, receiving day care and/or homemaker services. As described earlier in the project proposal, they constitute families from grossly depressed, poverty stricken, and culturally disadvantaged area of Eastern Kentucky.

The Project Director, the Assistant Project Director, the two Regional Supervisors and the Department's Director of Training will all participate in the final refinement of the staff development plans now being proposed. Joint planning of future staff development will be a continuum of joint planning in order to insure the fullest measure of acceleration in the learning and practice experiences of these workers.

The initial phase of training will take place prior to on-the-job experience in the counties assigned to each of the workers (See outline Orientation, Protective Service Workers). This initial orientation training session will be held at the Department's Residential Staff Training Center where room and board, conference room and library facilities are available (See Appendix P).

Teaching staff will be drawn from administrative and supervisory staff of the project, as well as selected staff members from the Department of Child Welfare, including the Director of Training.

The second phase of training will be composed of on-the-job learning and practice experiences under a professionally trained supervisor. These experiences will be geared toward reinforcing and extending the learning achieved during the orientation session (See outline, Initial On-the-Job Experiences, Protective Service Workers).

In summary then, the major concepts to be emphasized in both of these initial orientation phases will relate to understanding the meaning of behavior and the development of self-awareness. The "use of self" concept (teachers, supervisors, etc.) will provide the model which these workers can begin to sense and appreciate as representing non-judgmental attitudes sincere interest, belief in the worth of people and the individualization of different people.

The subsequent staff development program for these workers will be based upon the expressed needs of the workers, expressions of the unique problems encountered, the supervisors, and administrative personnel of the project. A continuum design for learning and practice experiences will be formulated to include a repetitive structure of those basic concepts and principles necessary to the strengthening of protective services. Pikeville College, Lees Junior College and Alice Lloyd's Junior College are potential resources for use in subsequent training of these protective service workers.

Outline of Orientation

1. Protective Service Workers

   A. Objectives

      1. To feel a sense of importance in relation to participation in this Community Protective Service Project.

      2. To gain a beginning identification with the field of child welfare in general and the history of child welfare in Kentucky.

      3. To increase knowledge about available resources (local, state, federal) and how to use them.

      4. To develop a beginning understanding about the meaning of behavior.

      5. To gain significant information from experienced workers serving in Eastern Kentucky and to begin understanding of some of the unique differences in this protective service approach.

      6. To recognize some of the involvements toward developing self awareness.

      7. To gain information about library facilities and to begin to develop a critique method of study.

      8. To evaluate the orientation training session.

   B. Content

      1. Opening welcome by Executive Director and Project Director. Description of "the seed and birth" of the Project. The responsibilities and opportunities afforded to enrich and strengthen family life.

      2. Presentation and lecture. Tape and film strip, "The Children's Bureau, Its First Fifty Years." History of Child Welfare in Kentucky.

3. Assignment #1 (Sub-group assignments for study of four briefly summarized family situations in terms of resources which might be utilized to improve family life.)

4. Viewing of the film, "Hard Brought Up," with emphasis directed toward cultural differences and symptoms of behavior.

5. Presentation and discussion of experienced workers in Eastern Kentucky with emphasis on the cultural patterns influencing behavior toward "outsiders." The isolation, rugged terrain, the well-founded suspicions, the resistances to change--"the frontier stage" of life and culture, the hostile walls against change.

6. Viewing the film, "The Eye of the Beholder," with emphasis toward developing increased self-awareness. The protective aspects of defense mechanisms. The natural tendency to judge. The manner in which differences in life experiences and relationships condition "what we see," "what we hear," "how we react." How this film relates to our work in this unique protective service project.

7. Assignment #2 (From the Center's library of books, periodicals and pamphlets, select a subject which is of interest to you and be prepared to present a critique report of your study. The meaning of a critique report. The importance of utilizing all available resources to gain increased knowledge about the meaning of behavior. The right to well-founded disagreement.

8. The true meaning of evaluation. The purpose and relatedness of this evaluation to practice in this unique protective service project.

C. Learning Experiences

1. Questions and discussion of the project. Duet buzz sessions for the purpose of fuller introductions--"getting acquainted."

2. Knowledge gained for purposed of initial identifications with the history of child welfare.

3. Assignment #1. Work in sub-groups with Director of Children's Services as a resource. Discussion in large group.

4. Viewing and discussion of film, "Hard Brought Up."

5. Questions and discussion of experiences presented by workers. Beginning understanding of what to expect.

6. Viewing and discussion of how film relates to work in Eastern Kentucky. Seeing oneself more clearly.

7. Becoming familiar with library resources. Presenting critique report to total group.

8. Writing evaluation of orientation training session.

Initial On-the-Job Experiences

This phase of orientation will be more fully developed with administrative and supervisory staff employed to work with this project. Both groups and individual supervision will be selectively used to implement learning.

A. Objectives

1. To reinforce and extend learning about the importance of utilizing all available resources to gain knowledge about existing resources and to discover significant gaps which can lead to the innovation of resources.

2. To reinforce and extend learning about the symptoms of behavior, to enlarge understanding about the meaning of behavior.

3. To extend the development of self-awareness.

4. To develop continued awareness of the unique differences in this protective service approach.

B. Learning Experiences

Developing a county resource file to include pertinent information about existing agencies, organizations, committees, industries, etc. Constructing a map of the county to show areas where highest incidence of poverty, unemployment, poor housing, school dropouts, delinquency, etc., exist.

Purposefully planned interviews with officials, representatives of existing agencies, etc., designed to enrich resource file for efficiency and effectiveness. Study of census reports and other significant materials relating to a further understanding of the families in Eastern Kentucky.

Both group and individual supervision will be offered to enrich concept learning based upon practice experience with the families selected for the project. Staff meetings will be planned to involve "team members" working in the project or closely allied to it in order to more fully understand the families and to clearly understand role performance. On-the-site trips will provide for an enrichment of experiences to enlarge vision concerning area resources as well as the most significant methods of approach in utilizing them. These trips can also afford stimulators toward creative thinking in relation to work with the families receiving protective services.

These devices will afford a sharing and evaluation of experiences between workers, a ventilation of feelings, and, in most instances, an opportunity for group participation in the problem-solving process.

d. Code of Ethics for Sub-Professionals

All phases of the training program for sub-professionals will incorporate stressing the need for ethical standards as they carry out their individual responsibilities in relating to the families they are serving.

The sub-professional staff will be from the local community and there will be many familial and/or personal relationships between staff members and families to be helped. Experiences and information will have to be kept in strict confidence, rather than treated as another source of "gossip."

The sub-professionals will be helped to feel an identification with the purpose of the project and a part of a greater service of that to his fellow man. They will also be helped to realize that discussion of confidential information with persons other than those connected with the project would be to the detriment of the children and families to be helped.

5. Day Care Services

There will be twenty-six day care centers, for a maximum of thirty-five children each, established in counties located in Eastern Kentucky. Each day care center will be staffed with local personnel trained as described in the section of Staff Training. The program of these day care centers will be adapted to children four and five years of age from the impoverished and deprived families in the county in which the center is located.

The Kentucky Child Welfare Research Foundation, through its affiliation with the Department of Child Welfare, will benefit from the experiences the Department has had in operating a pilot day care center for culturally deprived children in the mountains of Eastern Kentucky located at Buckhorn. These twenty-two children are transported by private carrier and school bus from the most isolated areas, and provided an enriched living-learning experience. The experiences in day care have not only had profound effects on the child, but have had a definite, positive influence on the family members.

Some clue to these effects may be found in the fact that children have literally taught their parents to eat family style, the proper use of flatware, and the use of napkins.

The Buckhorn Day Care Center was opened on March 1, 1964, and was staffed by sub-professional workers, who were given in-service training by the Department of Child Welfare. Two of the sub-professional staff had completed high school, one had some college credit, and the other, who served as Director-Caseworker, had a college degree and previous experience in working with preschool age children in a day care setting. It has been possible for this staff to follow through with an enriched day care program which provided the children basic learning experiences and developed their individual capacities. Appendix F provides a brief narrative of many of the project's specific experiences.

Day care is a natural setting for groups of preschool age children. The schedule is designed and structured to fulfill the normal routines for the preschool age child. This very routine of living provides basic security for any child, and is the very structure in life which is not experienced by the deprived child and his family. Built into this structured living experience for the child is the opportunity to develop his physical being through proper diet, nourishing food, and regularity of eating.

From experiences in the Buckhorn Day Care Center, we have found that preschool age children are able to overcome previously established eating patterns which consisted of a limited variety of foods and no milk or fruit juices. Proper nourishment is essential for the growth and development of young children.

Each day care center in this project will provide a five-day-a-week structured day care program, from 8 a.m. to 3 p.m. (See Program.) Hours at the center will coincide with the hours of the local school since

some children will be transported by the school bus even though the center is not physically located on school property.

The daily program in the day care center will generally follow the outline listed below:

a. Program

The daily program will begin at 8:00 a.m. and proceed according to the following schedule:

8:00 a.m.	- 8:20 a.m.	Children arrive. Morning health inspection. Breakfast, if necessary. Free play.
8:20 a.m.	- 9:00 a.m.	Indoor activity, directed play, building in cognitive tasks and perceptual training and development. Activities consisting of painting, finger painting, block building, puzzles, clay work, doll corner play, housekeeping, work with paper, paste, or crayons, etc.
9:10 a.m.	- 9:40 a.m.	Planned indoor group activity, directed games, music, rhythms, story telling, etc. Group play will be directed toward taking turns as well as building toward delayed rewards.
9:40 a.m.	- 10:00 a.m.	Clean up and toileting prior to morning snack. Snack time.
10:00 a.m.	- 10:50 a.m.	Outdoor play activity centered around muscle building and co-ordination, jungle gym set, slides, swings, nature study, etc.
10:50 a.m.	- 11:45 a.m.	Wash up and toileting in preparation for lunch. Lunch time.
11:45 a.m.	- 1:45 p.m.	Nap time.

1:45 p.m.	- 2:00 p.m.	Dressing and light afternoon snack.
2:00 p.m.	- 2:50 p.m.	Indoor structured activity play with emphasis on language and vocabulary development, through the use of name games, play with the general store, etc.
2:50 p.m.	- 3:00 p.m.	Preparation for going home. Departure.

The program within the day care center is designed to develop the whole child, physically, socially, intellectually, and emotionally. The daily program incorporates activities to promote perceptual development and skills, speech and language development, and cogitative learning. Built into the program will be training in good health, safety, and social habits. The program offers an opportunity for individual and group experiences, creative activities, and active and quiet play.

All children will have physical examinations and immunizations through the facilities of the local County Health Department. Again referring to Buckhorn, the Perry County Board of Health, working through our Center, has been able to reach younger brothers and sisters, many times infant siblings, of our twenty-two four-and five-year-olds, resulting in 46 additional children being immunized.

The children will be transported to the day care center by a member of the family, the local school bus, or where these means are not possible because of the rugged terrain, by a carrier of the project. The transporting agent, other than the family, will carry proper liability insurance. Liability

insurance on the children during attendance at the day care center will be provided by the project if not available from other sources.

b. Criteria for Day Care Services

(1) Children must be four or five years of age.

(2) Children must live in the low-income families in the county.

(3) A determination must be made by the Protective Service Worker that the child can benefit from day care.

(4) There should be no evidence of severe organically-based mental retardation or physical handicaps that would prohibit the child's ability to participate in the daily program.

Referrals will be accepted from any source. There is no limit on the number of children from one family. Final selection is based on the determination of need by the Protective Service Worker.

c. Unique Features of the Day Care Program

The day care program will be designed to develop perceptual skills and cogitative learning for the culturally deprived child. (See Appendix S.) Special devices/techniques will be utilized to promote learning which have been successful in the experience with the children in the Buckhorn Day Care Center.

6. Homemaker Services

Homemakers will be employed to work in each county. The homemaker services program outlined here will differ from the meager homemaker services available in the state in that the use of the homemaker will

be focused on supporting, supplementing, motivating, and teaching a better way of life, rather than meeting the emergent situations arising from the mother's being out of the home or incapacitated. (See Appendix J.) Homemakers will work with the mother not for the mother.

Homemaker services will enable our Project to reach out and to work with families right in their own homes. Traditionally these families have been hard to reach because of their native suspicion to outsiders and their reluctance to participate in adult classes or other activities offered outside the home. The key to solving this problem of entry is to be found through our day care centers. Our experience at Buckhorn demonstrates that doors become open as the mountain family becomes convinced that we are interested in its four-or five-year-old child.

In order for the homemaker services program to serve the purpose for which it is designed, there must be teamwork among the professions in providing the individual or family with the kind of service needed; co-ordination of the homemaker service with other community services; flexibility in the provision of service to meet the needs of the individual family in whatever area it needs help; use of volunteers whenever possible; realistic budgeting; and finding ways of bringing services to people who are not seeking the services. Homemaker service must

be prevented and restorative, not merely a service to provide emergency assistance while the mother is unable to function.

It has been estimated that 200,000 homemakers are needed in the nation to work with families to improve conditions brought about by an overburden of poverty, illness, mental retardation, or limitation, or inadequate homemaker skills. In 1963, there were 3,900 homemakers employed by social agencies who devoted the majority of their time to handling emergent situations.

The homemaker will be selected from people in the client group of the county in which they will work. They will be oriented and trained according to the criteria set out in the section on training. The qualities that a homemaker must have are acceptance of people, skills in home management, reliability, adaptability, flexibility, warmth, kindliness, and maturity.

One of the main functions of the homemaker will be to teach the "culturally poor" mothers individually and in groups how to keep an orderly house, make maximum use of the available resources, and to take better care of children. Older teenage daughters will also be involved in this training program. The homemakers will also be an invaluable tool to the Protective Service Worker in learning what the true conditions are in the actual day by day living in the home. The homemaker will also uncover problems that do not fall within the scope of the staff of this project but by working very closely with the caseworkers

these problems will be referred to the appropriate profession or agency for co-ordination of services

The homemakers will be on an eight-hour, five-day-a-week schedule except in cases of emergency. The homemakers will work individually with the families in their own homes in close co-operation with the Protective Service Worker. The homemaker will also assist in group meetings with parents and older teenage daughters.

The homemakers will be under the direct supervision of the Protective Service Worker, and the two will work as a team to improve the home situation and strengthen family life.

a. Criteria for Homemaker Service

(1) The family must be in the low-income group. Priority will be given to families served by day care.

(2) A determination must be made by a social worker that homemaker service would be beneficial to the family and the goals to be pursued by the homemaker set forth.

(3) The family must agree to work with the homemaker and caseworker.

(4) In most instances the need for the homemaker must be in the area of rehabilitation. However, requests for emergency homemaker service while the mother is incapacitated will be considered if a homemaker is available.

b. Duties of the Homemaker

The Homemaker will assist the mother in:

(1) Cleaning the house and establishing good standards of housekeeping practices.

(2) Buying groceries including the use of food stamps.

(3) Planning, preparing, and serving meals.

(4) Budgeting

(5) Good standards of personal hygiene--such as regular bathing, shampoo, shave, trimming nails, clean clothes, and improvements in personal appearance.

(6) Stimulating an interest in cultural development -- such as reading books and magazines, listening to educational programs on radio and television, etc.

(7) Helping with laundry.

(8) Teaching simple sewing such as mending clothing and household supplies.

(9) Teaching better methods of child care.

(10) Making the best use possible of the physical facilities available.

c. Group Meetings to Further Parents Education

In order to reach a larger number of clients, group meetings will be conducted for mothers and older adolescent girls. The homemakers as well as other persons interested in improving family life will participate in these meetings. Parent education for the purpose of this phase of the project is defined as: an educative process directed toward individuals in groups with goals of imparting knowledge, through a variety of methods and from a wide number of disciplines that may have a positive impact on the physical, emotional, social, and economic life of the family. These programs will be focused on family relations, child care, budgeting, meal planning, meal preparation and serving, good housekeeping practices, mending, patching and sewing, good health practices, home management,

the importance of educating the children, etc. These meetings will supplement the individual direction given by the homemakers as well as reach other clients who do not need extended individual attention. One very important by-product of these meetings is expected to be a change in attitude as these people become better acquainted, learn to share their ideas and problems, and actually learn to socialize.

7. Casework

Casework will be used to select children for day care, as well as to counsel with their families on a continuing basis. Casework will have the function of knitting together day care and homemaker service in their respective contributions to positive change within the individual family. As in the case of the homemaker service, casework in isolated communities has had a problem of entry. How do you get in? How do you form the relationship necessary to effective family counselling? Service to the child in our day care centers will provide our port of entry for all services of the Project.

Since all families will be from grossly depressed poverty stricken circumstances, the casework will be geared toward helping the individuals in the family to cope more effectively with the volume of reality problems and needs that exist in each family situation. Also casework, by supplementing parental care, will help with special health or behavior problems of children, protect children from neglect or abuse, open up new opportunities for them, and assist members of the family in utilizing resources available to them, such as health services, securing adequate clothing, food,

heat, and the other bare necessities of life.

The protective service worker will serve as a liaison between the day care center and the family and will work with the homemakers as a team in helping the family. Conferences will be held as needed and written reports shared. The protective service worker will maintain responsibility for the casework plan for the family.

a. Unique Aspects of Protective Service Approach

The protective service worker will have the benefit of knowledge gained through the experience of the caseworker in the Buckhorn Day Care Center. The approach of the protective services worker cannot consist of the traditional protective service approach in the reaching out process of identification of problems, etc. From the Buckhorn experience it is evident that the impoverished, isolated mountain families are unable to discuss or identify the reality problems with which they are faced, even when they are self-evident.

The initial concern of the protective service worker is to gain the "trust" of the family being served. No amount of discussion will achieve this end; rather, trust is earned by living through a series of "tests," many of which are most subtle, such as the use of silence. The element of trust is the essential ingredient in the relationship between the worker and the family. The mountain people are found to be a non-verbal group, and communication consists of a high degree of sensitivity. It is this feeling tone that must be understood and to which the worker relates.

Helping mountain people to help themselves consists of the worker giving a great deal of "self" in being available to "go with" and "do with" the family. This effort must be with sincere and genuine feeling or the worker is suspect and nothing is gained. (See Appendix T)

The quality of suspicion encountered in working with the isolated, deprived mountain people is based to a great extent on the long established mores of the area. Outside interests are limited, and community and neighborly interest are motivated out of curiosity. This leads to "gossip" which creates intensive feelings between people and in the past led to family feuds. The protective service worker will need to take on a different meaning which is earned. When this has been accomplished and the mountain person is convinced that the interest shown is real and genuine, then it is possible to help in finding solutions to the reality problems.

D. SPECIFICATION OF THE FORM OF ORGANIZATION TO BE USED IN CONDUCTING THE PROJECT

This project will be administered by the Kentucky Child Welfare Research Foundation, Inc. All resources and experiences of the Department of Child Welfare are available to the furtherance of this project. Exploration has already been made of the proposals submitted by the Council of Southern Mountains, Inc. and the evaluation of this project will be co-ordinated with their proposals - i.e., Vista, College Volunteers, and Adult Literacy Project.

The research foundation is a non profit corporation established for the purpose of promoting educational and scientific purposes by initiating, encouraging, aiding, and conducting scientific investigations, research, and studies in the field of child welfare. (See Articles of Incorporation and By - Laws Appendix N.)

The Kentucky Department of Child Welfare is the statutory department charged with providing care for dependent, neglected, and delinquent children and licensing and regulating day care centers.

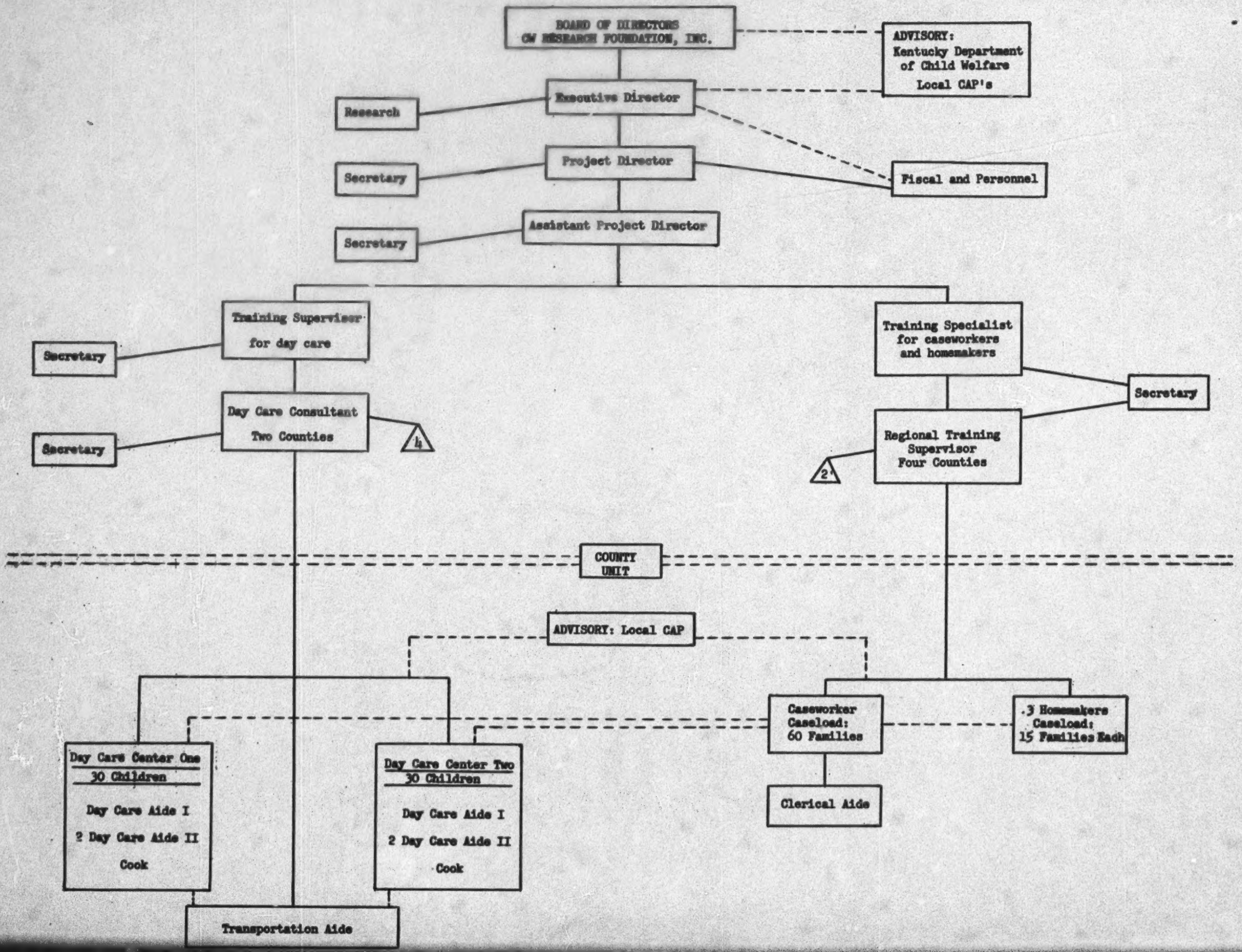
The Department operates a state administered and supervised child welfare program throughout the Commonwealth. (See Appendix C). Offices are located in each county, staffed by workers residing the county who have a deep concern for the community and its problems. The casework staff in these counties have first-hand knowledge of the families and their needs. There-

fore, it is particularly appropriate that the facilities of the Department be used in this program.

The departmental staff is working with the Community Action Programs as they are established. In fact, in several counties steps have already been taken by the CAP unit to appoint a sub-committee to relate directly to this proposal and to serve as a mechanism through which the total Community Action Program will relate itself to this Project.

Recruitment of staff will begin as soon as the project is approved and the project will be put into operation as set forth in the timetable in Section C.

An organization chart for the project is attached.


BOARD OF DIRECTORS
CW RESEARCH FOUNDATION, INC.
ADVISORY:
Kentucky Department
of Child Welfare
Local CAP's
Research
Executive Director
Secretary
Project Director
Fiscal and Personnel
Secretary
Assistant Project Director
Training Supervisor
for day care
Secretary
Day Care Consultant
Two Counties
4
Secretary
Training Specialist
for caseworkers
and homemakers
Secretary
Regional Training
Supervisor
Four Counties
2
COUNTY
UNIT
ADVISORY: Local CAP
Day Care Center One
30 Children
Day Care Aide I
2 Day Care Aide II
Cook
Day Care Center Two
30 Children
Day Care Aide I
2 Day Care Aide II
Cook
Caseworker
Caseload:
60 Families
3 Homemakers
Caseload:
15 Families Each
Clerical Aide
Transportation Aide

E. RESOURCES AVAILABLE

1. Kentucky Child Welfare Research Foundation, Inc.

This foundation through its purposes for existence and the experience and training of its Executive Director and Secretary is particularly competent to set up and carry out such a proposal as this. Both the Executive Director and the Secretary have had a wide range of experience and training in the fields of administration, supervision, teaching, and social work. Other members of the Board of Directors also have experience and training that will be beneficial in achieving the goals of this project. Their areas of speciality are - public relations, psychiatry, education, social work, administration, social rehabilitation, and the ministry.

2. Kentucky Department of Child Welfare

As indicated previously, the Kentucky Department of Child Welfare is a particularly appropriate agency to assume a major responsibility in this project since it is charged by statute to locate and plan for all children who are dependent, neglected, abandoned, or in danger of becoming delinquent and to license and regulate all day care centers in the state. It also operates a camp for delinquent boys, located in Morgan County. The Department already has offices and local staff in the area covered by this project. (See Appendix R.) From this local staff immediate referrals can be made to the project. They already know the families and children in this area and can easily ascertain those clients who can benefit most from participation in this project. All of the child welfare workers carrying out the Department's program in this area are sub-professionals - an undergraduate degree only. Therefore,

evidence is available that an acceptable social service program can be carried out by this type of employee if an adequate and continuous training program is carried out and supervision provided by professional personnel.

Through the overall administrative structure of the Department, a great deal of technical knowledge will be available for setting up the Protective Service Project. The fiscal, administrative, personnel, supervisory, training, and consultative staff of the Department will be available for continuing consultation to the project staff.

The training facilities of the Department will also be available to assist in the training of personnel. (See Appendix P).

3. Local Community Action Programs

Each county in which the project is operated will have a community action program which will serve in an advisory capacity to the project, assist in recruiting local personnel, organize community groups to assist with renovation of physical facilities available for the day care centers, and serve in a public relations capacity in interpreting and securing support of the local community. In many counties a sub-committee will be delegated the responsibility of working directly with the project.

4. County Boards of Education

The county superintendents in all of the counties have agreed to transport the children to and from the day care centers on the regular school busses. However, in some of the more remote areas, it is impossible for school busses to travel the unimproved roads and these children will have to

be transported by jeep carrier. The boards of education will also make their libraries available to the project, provide laboratory facilities for the use of the homemakers, provide physical housing for some of the day care facilities, and make space available for group meetings of parents.

5. County Health Department

All services available through the county health departments in the counties will be utilized in this project. All children will be given a complete physical examination and necessary immunization prior to participation in the day care program. The doctor will begin the child's health record which will be kept up to date by the staff of the day care center and turned over to the school system. All members of the families participating in any phase of this project will receive medical services through the county health departments including immunizations, diagnosis, well child clinics, prenatal classes, school health as well as referral to other programs as indicated such as child guidance clinics, audiological clinics, speech clinics, mental heatlh clinics, new eyes for the needy, etc. Any correctable defects discovered will be referred by the county health doctor to the proper authority.

6. Local Employment Offices

The facilities of the local employment offices in each county will be available to assist in the recruitment and selection of local personnel for the positions in each county that will be filled with people in the community.

7. Home Demonstration Agents

The home demonstration grants will be used in group meetings as well as in training of homemakers.

8. State Department of Health

Staff of the State Department of Public Health will be used in training staff and in conducting group meetings that relate to health services.

9. State Department of Education

The State Department of Education will make available all facilities for teaching and training as well as provide some staff and assist in the actual training.

10. State Department of Libraries

Through the bookmobiles that operate in the counties, appropriate books, magazines, records, and film strips will be delivered to the participants in this project. Many of the families participating in this project have never had access to a good book or a magazine.

11. Eastern State College

The facilities and staff of Eastern State College are available for use in carrying out the initial phase of the day care training program.

12. Local Mountain Crafts

Within the area covered by this project there is a vast resource for constructing furniture and equipment for the project. Throughout the region there are numerous unemployed carpenters who will be used to make specific items of furniture for the day care centers.

Contracts have been made with the Clearcreek Furniture Company in Bell County (a company composed of local craftsmen) and they are anxious to assist in the construction of the furniture and equipment.

The county superintendents have expressed an interest in using their students in Industrial Art classes to build some of the furniture.

Also within this region is the Kentucky Mountain Crafts, Inc., which is an organization designed as an outlet for furniture made by local carpenters in their home workshops. This organization is most anxious to participate in the construction of furniture for the day care centers.

13. Fiscal Courts

The county judge in each of the counties considered for this project have been contacted personally and each indicated his full support of the proposal and agreed to make physical facilities available wherever possible.

14. Research Assistance

Letters have been sent to colleges and universities in Kentucky and Indiana to the Departments of psychology, sociology, and education offering the facilities of the Department of Child Welfare for their research in terms of dissertations and thesis. (See Appendix V).

F. A DESCRIPTION OF PHYSICAL FACILITIES NEEDED AND EVIDENCE OF AVAILABILITY

1. Office Space

Office space will be needed in each of the counties to accommomdate the protective services workers and clerical staff, and to serve as a "home base" for the homemakers. In some of the counties the county judges have agreed to provide the space. In some instances office space may be available in conjunction with a day care center. The Department of Child Welfare will share its existing offices with project staff wherever sufficient floor space is available. However, it will be necessary to rent some office space and this is reflected in the budget.

2. Day Care Centers

The county officials have agreed to make physical space available for housing the day care centers. These include abandoned one or two room schools, church basements, Sunday School rooms, abandoned WPA magisterial court houses, warehouses formerly used for distribution of surplus commodities, multi-purpose rooms in consolidated schools and other vacant buildings such as old general stores, and abandoned office space and commissaries.

The counties have also indicated willingness to furnish local carpenters and materials (through the efforts of the local CAP) to renovate the available space in order to accommodate the needs of the day care centers.

G. THE EVALUATION PROCEDURE

A project of this size will require considerable flexibility from the staff in the implementation of the project goals. Flexibility is required because the solutions to the myriad problems that may arise in a multi-county, non-laboratory setting can not be spelled out in advance any more than the problems. In addition, these solutions may require adaptive modifications of the project that can not be forseen at the time a proposal is written. Most project modifications would entail research modifications. Hence, the research evaluation also will require flexibility of design and method if it is to result in an accurate and useful assessment.

The research will focus on a detailed investigation of three main questions: (1) What are the results or outcomes of the project? (2) What are some of the subject or treatment or environmental variables that are significantly related to the outcome? (3) What are some of the processes that occur in the development and training of the project staff?

RATIONALE AND DESIGN

Outcome and Dependent Variables: The main hypothesis, mentioned in section B, submits that the project methods can help break the chain of poverty of the mountain families by instilling motivation, new cultural values, attitudes, and initiating positive behavioral changes, diets, cleanliness, community participation, etc. These culturally deprived, economically dependent families have a tragic history of being victimized exploited, and poorly endowed since the Eighteenth and Nineteenth Centuries.

Unfortunately, they are also noted for tenaciously maintaining many maladaptive Eighteenth and Nineteenth Century cultural values, attitudes, and behaviors through the Twentieth Century.

If a main goal of the project is to change some of the cultural values and attitudes of the families, then great care must be taken in the selection of the outcome criteria or dependent variables that may measure these changes. Attitudes and value systems will be measured in two ways: (1) Directly, by attitude questionnaires and rating scales and, (2) Indirectly, by pragmatic, quantifiable criteria, i.e., diets, home improvements, etc. The use of attitude questionnaires and rating scales entails several problems. Response sets of all types are reported in the literature. Frequently, the chain of inference that links central processes, like attitudes to the questionnaires or behavior, is spun of gossamer. However, the most frustrating and frequent problem occurs when it is possible to demonstrate significant differences between a control and experimental group on the scale without being able to either demonstrate or observe any corresponding change in behavior.

Therefore, the main type of dependent variables that will be used in the research will consist of pragmatic, indirect, "bread and butter" measures of attitude change. In other words, if quantifiable data like diet, grooming, home improvements, etc., significantly change as a function of the project, then a corresponding change in attitude will be inferred. These criteria are explicated in the methodology section.

The impact of the day care program and its novel educational devices will be assessed by the use of standardized psychometric tests.

These tests have been used as part of the test battery in our pilot project at Buckhorn and stress performance, perceptual motor skills, and social development, e.g., Vineland S-M Scale. A problem that frequently results when pre-school, culturally deprived, rural children are evaluated by the classic tests, e.g., Binet, is the heavy loading of these tests on verbal skills and knowledge that is not part of the indigenous culture. Behavior rating scales will also be used on the children.

Outcome and Independent Variables: The independent variables are of two general kinds; (1) the first type are the pre-defined variables that can be formally related to the hypothesis. These variables are the different levels or types of treatment of the Protective Services, Council of Southern Mountains, Day Care, and whenever possible non-treated Control Groups. (2) The second type are not pre-defined or theoretically based, but are determined statistically by multivariate methods only after final outcome results are in. These variables are single, or any cluster (interaction) of, subject characteristics, e.g., age, sex and environmental characteristics, e.g., condition of day care centers, type of staff.

Protective Services: Before and after measures will be taken on four groups of families matched on socio-economic, education level, etc. The groups are: (1) Protective services homemakers, and day care; (2) day care only; (3) protective services and homemakers only; (4) untreated or control group. All relevant comparisons will be made.

The Council of Southern Mountains, Inc.: will be carrying on a demonstration program in the same general region of Kentucky as our project is located. The Council project and the Kentucky Child Welfare Research Foundation project will be co-ordinated as much as possible in terms of research and field work (Appendix G). This will provide additional research information because comparisons will be made between (1) areas where both projects are operating, (2) areas where only the Foundation project is operating, (3) areas where only the Council project is operating.

The Council Project: may result in many additional comparisons as it is divided into (1) areas where only college volunteers will operate, (2) areas where only vista groups are operating, and (3) areas where both will work.

Day Care as an independent variable will test one of the main hypotheses of Section B, the effects of the new Buckhorn teaching devices of Dr. Kodman. Before and after measures will be taken on three groups of children matched on age, sex, socio-economic level, etc. Comparisons will then be made between (1) day care and Buckhorn devices, (2) a control group of day care only, (3) a control group of no day care.

The independent variables and the design described thus far, seem related to a traditional deductive model. In an ideal case, the independent variables are defined, their deductive relationship to the hypothesis and assumptions can, if necessary, be tested for validity and the appropriate statistic to be used in the assessment of the results can be specified. If no errors have been made in the process, then one benefit that sometimes results is the secure impression that there is order in the universe and the possibility of control as well. There may also be the impression that problems, causal explanations of those problems and a method of verifying those explanations have been explicated with great precision and internal consistency.

This entire process occurs even though the experiment designed does not exist, is only a possibility. These experiences have probably occured for many of physiscist or chemist, and possibly, even to an occassional social scientist while he was testing a hypothesis on small homogeneous groups of freshman in a controlled lab setting. Yet despite the fact that the language of design, spoken by the fictitious scientisits, is essentially the same language as that spoken in the project design section, for the project design there is no feeling of security about either control or causal explanations. The reason for the lack of security may be that there appears to be a qualitative difference between referents denoted by identical terms. An experimental group in the project design seems compellingly different from an experimental group in a freshman lab. The difference is not just

a question of size or setting. An example may clarify this difference. If one were testing differences in skill between the homemakers and case workers (assume that you had weighed the different initial training and ability) and the homemakers came out better or an outcome criteria could it be determined if the case workers had been assigned brighter clients. This could be further confounded by the homemakers resenting the regional case workers for their additional pay. The main point is that hundreds of variables could possibly act as independent variables and confound a main effect in this type of a naturalistic setting. However, this discussion does not mean to suggest that the design is invalid. It does submit, that the deductive model, because of the logically valid syntax of the design language, implies a degree of efficiency that is highly exaggerated. These considerations lead to an additional, different method of analysis.

Multivariate methods are especially appropriate in a situation where large members of subjects and many possible independent variables are evident. Varieties of these methods are being used in the construction of prediction instruments (Wilkins and MacNaughton-Smith - 1964; Thompson and Adams - 1963; Stuckert - 1958.)

There are several advantages in the use of the multivariate methods. First, the methods that are not based on linier regression models do not assume homogeniety within groups, nor do they make an assumption of a linear relationship between the predictor variable and the criteria. These methods seem appropriate in the type of project that is being proposed. For the project obviously deals with large heterogenous groups of peoples,

many environmental characteristics, and complicated interaction effects. The second advantage is that the independent variables are not defined until the results of outcome have been analyzed. This creates a bias free atmosphere. Although it will be granted that some of the characteristics that will be analyzed by this method, have a type of face validity and nominate themselves as candidates for the role of independent variable, e.g., sex or profession. Perhaps the most important advantage is that large numbers of characteristics and interactions can be analyzed if one has adequate computor facilities.

It must be pointed out that the two methods are not mutually exclusive, but the multivariate methods can, in principle, result in the same type of analysis as the first type of comparison and can in addition, do more than the first type of comparison, i.e., handle many more variables in this type of naturalistic setting. Therefore, multivariate methods will be used to assess a large number of possible intervening variables in terms of environmental characteristics and sub-characteristics. Once the independent variables have been identified and statistically related to outcome, the next step would be the construction of a prediction instrument.

The environmental characteristic would include (1) differences between locations of day care centers, (2) types of day care centers, big -vs- small, (3) differences between staff, i.e., males -vs- females, educational level, experience, etc.

The subject characteristics of families would incoude (1) sex, (2) age, (3) religion, (4) education, (5) and many others, (6) all significant combinations or clusters of these characteristics.

The training program will not be assessed in terms of an independent variable since no adequate control groups are available at this time. However, there will be various types of assessment of the sub-professional caseworkers and homemakers. These assessments are described in the methodology section.

The effects of the project will be assessed, in the manner described at the end of the first year. In addition, it is planned to have yearly retests on most of the subjects. The day care program will have a design addition during the second year of its operation. The children who are now 5 years old will have entered the first grade in the second year of the project. At that time, they will be given a battery of tests that are more verbal than the initial battery, and in addition, the children will have pragmatic ratings of grades, etc. These results will be compared with the untreated control group of first graders.

Conceptual Model of Outcome Evaluation

I. Dependent Variables

For Family

1. Attitudes, value, and self concept: 1. measures by questionnaires 2. ratings

2. Pragmatic variables: diet, hygiene, home improvements, grooming, social interaction, etc. 1. measures by questionnaire, 2. ratings on photographs

For Day Care Children

3. Psychometric test results: social adjustment, perceptual motor skills, intelligence 1. measures by Vineland S-M scale, Porteus Maze, Behavior Rating Scale, etc.

II. Independent Variables

Predefined or hypothesized Ind. Vs. determined by varying conditions or treatments to "equivalent" groups

1. Differing treatments to families: 1. day care and protective services 2. day care only 3. protective services only 4. untreated or control group.

2. [1] Combinations of each of the above and Council of Southern Mountains Project: 1. Vista 2. college volunteers 3. all actualized combinations

3. [2] Differing Projects in County: 1. Kentucky Research Foundation only 2. Council of Southern Mountains only 3. both projects in same county

4. Day Care to children: 1. day care only 2. day care and new Buckhorn Teaching Devices 3. no day care or control group

Unhypothesized or uncontrolled Ind. Vs. Significance only determined at end of Project by appropriate statistical analysis e.g. Multivariate methods[3]

5. Type Day Care Center and Staff: 1. big school vs. one room school 2. type of staff, male, vs. female, education level, experience, 3. many others 4. all possible combinations of these

6. Subject Characteristics of Families: 1. sex 2. age 3. religion 4. education 5. income 6. occupation 7. marital history 8. number of children 9. many others 10. all possible significant combinations or clusters of these.

[1] Whenever comparison is valid and possible

[2] Whenever comparison is valid and possible

[3] Will be used on predefined Ind. Vs. in addition to conventional statistical analysis to compare efficiency of the two methods

METHODOLOGY

This section will describe the procedures and methods which will be used to implement the assessments described in the previous section.

Protective Services: The interview questionnaire and attitude measure will be administered to all of the project families. These two devices will be standardized as much as possible with the two used in the Council project. The questionnaires provide information on variables such as ages, number of children, income, etc. However, additional questions will be added to the form. These questions will be in the areas of diet, home improvements, hygiene, and community activities.

Quantifiable data will be collected on food, buying habits, i.e., weekly amounts of soft drinks, candy bars, consumed - vs- amounts of fresh fruits, vegetables or meats. The exact items which will be used will be determined after local retail grocers provide the research staff with data on the food buying habits of the project families or a comparable income group. Measures will be made of the amount of surplus commodities used. The increased use of surplus commodities would indicate more efficient budgeting by the family and is one of the goals of the protective service staff. There will be a problem because of the confounding effects of the food stamp program which has been recently introduced in many areas to these families. However, a weighting system that will control for the stamps is being worked out.

Photographs will be taken by the interviewer who will use a Poloroid Camera.

This method is to be used in the Council project and will be helpful for this project. Before and after photos of the interior and exterior of the home will allow for objective measures of home improvements, cleanliness, new additions or decorations, and other measures of the impact of protective services. Photos will also be taken of the members of the family. These photos will provide for an objective assessment of changes in personal grooming, cleanliness, repair or mending of clothes, etc. The photos will be rated by judges and a five point scale will be developed.

Questions will be added on the extent and type of community activities participated in by the family. For example, do they belong to a church? how frequently do they attend? are they active in any social or civic groups? etc. In addition to these areas, the questionnaire contains information which will measure other variables, i.e., literacy, income, etc.

The attitude scales will enable an assessment of any shifts in attitudes about O. E. O., caseworkers, homemakers, the project, and the self concept of family members. As much of this data as possible will be collected before other projects start in the fourteen counties and confound results. As a matter of fact, since there will be a certain amount of overlap of Council families in six counties and the Department of Child Welfare project in these counties, data is already being collected by the Council, and may provide part of a mutual control group.

The information on the questionnaires shall be coded and punched on I. B. M. cards which are part of the statistics department of the Department of Child Welfare.

At the end of the first year of the project, a second assessment will be made. The results will then be compared with the appropriate experimental and control groups. It is estimated that over 800 families will be interviewed for the project.

Day Care: As each day care center is put into operation, data will be collected on the children in terms of age, sex, race, etc. Children will then be administered a battery of tests appropriate for 4 and 5 year olds with stress on performance rather than verbal skills. The battery will consist of the Vineland Social Adjustment Scale, the Perceptual Motor Test and the Behavior Check List. This battery is part of the one used in the pilot study at Buckhorn (see Appendix F). At the end of the year, the tests will be re-administered. Two research assistants and four part-time graduate assistants will administer the tests. In addition, the behavior check list will be administered monthly to the project children by the day care staff. There will be approximately 910 children in the 26 day care centers. It is expected that the research assistants will be able to complete the testing between the time the first and the last day care center are phased in.

A control group of 50 children not in day care will be matched with the experimental group on age, socio-economic background, sex, and other variables and will receive the described battery of tests. They will not have monthly rating. Another control group of 50 children who are in day care but do not receive the Buckhorn educational devi ces will be matched on the variables and tested. For a follow-up, the 5 year olds in this project will be tested when they are in the first grade. This will occur at the beginning

and end of the second year of the project. At those times they will be given a battery of tests which will consist of the Gates Primary Rating Test, California Achievement Test, California Test of Mental Maturity, and the California Test of Personality. This is the battery that will be used in the Council project, hence, additional between treatment comparisons are possible. There will be an assessment of the relationship of all possible independent variables, i.e., age, length of stay on the project, sex, race, etc., and outcome, both in terms of test results and the pragmatic criteria of grades, teachers ratings, attendance and conduct.

Training: The training of the sub-professional caseworkers and homemaker will be described both in terms of process and outcome. The process of training will be investigated by (1) a system of instructor ratings, self ratings, and peer ratings before, during and after the course. (2) The attitudes of the families toward the sub-professionals before, during and at the end of their service. (3) The attitudes of the community towards their neighbors on the project staff. These will be measures at the start, after six months, and at the end of the first year. The attitude questionnaires of the control groups, non-project and just day care group will be used. (4) If possible, a control group will be used to allow for the separation of case workers from homemakers in assessing the outcome of protective service training on the families.

The Statistical Analysis: This will utilize the computors of the University of Kentucky Computing Center. The University of Kentucky recently obtained a 7040 system which in addition to several 1410 and 1401 systems will be very efficient in a multivariate method of analysis.